



CITY OF GLENDALE, CALIFORNIA REPORT TO THE CITY COUNCIL

AGENDA ITEM

Report: Bicycle Facility alternative options for the La Crescenta Avenue Rehabilitation Project

1. Motion Selecting a Bicycle Facilities Alternative for the La Crescenta Avenue Rehabilitation Project

COUNCIL ACTION

Item Type: Action Item

Approved for October 18, 2022 **calendar**

EXECUTIVE SUMMARY

Following the guidance of various master plans and programs, including the Bicycle Transportation Plan, staff has studied the feasibility of re-purposing a portion of La Crescenta Avenue for bicycle facilities and developed two options. These options were presented to the community, as well as to the Transportation and Parking Commission (TPC). Based on all input received, as well as the recommendation by the TPC, staff recommends the installation of a Class II bicycle lane to improve traffic safety and active transportation for various modes of travel throughout the corridor. The recommended alternative will be integrated into the plans and specifications for the roadway pavement rehabilitation of La Crescenta Avenue between north Verdugo Road and Montrose Avenue.

COUNCIL PRIORITIES

Mobility/Connectivity/Safety: Creating a network of bike facilities within the City of Glendale can provide enhanced safety and comfort for people biking or scootering, and this new bicycle facility will provide an important bike network connection to existing and planned bikeways in north Glendale. Also, the addition of new or improvement to existing active transportation modes increases the safety of pedestrians and bicyclists throughout the project corridor.

Infrastructure: The La Crescenta Avenue Rehabilitation Project will improve the roadway infrastructure, sidewalks, curbs and gutters, and improve multiple modes of transportation along the public right-of-way.

Environmental Stewardship: Additional active transportation modes of travel improve overall health and safety by reducing greenhouse gases and improving air quality.

RECOMMENDATION

The installation of a Class II bicycle lane to improve traffic safety and active transportation for various modes of travel throughout the corridor for the La Crescenta Avenue Rehabilitation Project.

BACKGROUND

The Public Works Department maintains a robust Capital Improvement Program (CIP) that is guided by multiple action plans adopted by the City. The primary document that guides staff in the development of the Department's CIP is the Pavement Management Program (PMP), that is certified and updated every three to five years, and was most recently completed in 2021 through a comprehensive and automated analysis.

A main component of the City's CIP is rehabilitation of City's street pavement condition. One form of street rehabilitation is street resurfacing, which involves the restoration of existing street pavement that has deteriorated beyond normal maintenance work. It typically consists of the removal of the top 2-inches of existing Asphalt Concrete (AC) pavement, followed by either the placement of 1.5-inches of Asphalt Rubber Hot Mix (ARHM) pavement wearing surface over a 0.5-inch to variable thickness AC leveling course; or the placement of 2-inches of ARHM pavement wearing surface. This method of street resurfacing improves the ride of the roadway, the structural integrity of the pavement, and begins a new service life for the street for the next 20-25 years. The La Crescenta Avenue corridor within the City of Glendale is included in the upcoming CIP because it has reached the end of its service life, all preventative maintenance efforts have been completed, and the roadway is due for rehabilitation.

The proposed project limits are between north Verdugo Road and Montrose Avenue. The corridor is approximately 1.6 miles long and the street contains two travel lanes in each direction and is designated as a Class III Bike Route between north Verdugo Road and Honolulu Avenue with posted bike route signs only in each direction. Between north Verdugo Road and Shirleyjean Street, the roadway right-of-way allows for on-street parking on the easterly side. Between Shirleyjean Street and Montrose

Avenue, the roadway right-of-way allows for parking on both sides of the street. There are signalized intersections at north Verdugo Road, Roselawn Avenue, Shirleyjean Street, Honolulu Avenue, and Montrose Avenue. The existing signals at Honolulu Avenue and at Montrose Avenue were upgraded with a recently completed capital improvement project. The existing signal at north Verdugo Road will be upgraded with a future capital improvement project.

Land uses along the project consist of a mix of residential, multi-family residential, recreational, and commercial use. In the northern portion of the corridor between Honolulu Avenue and Montrose Avenue, the land uses are primarily commercial and multi-family residential. In the southern portion of the corridor between north Verdugo Road and Honolulu Avenue, the land uses are primarily low-density residential, with a school on Paloma Avenue, and the Verdugo Wash and Oakmont Country Club adjacent to the corridor.

La Crescenta Avenue is classified as a major arterial corridor which connects north Glendale and south Glendale. The County of Los Angeles right-of-way begins just north of Montrose Avenue. The speed limit on La Crescenta Avenue is posted at 40 mph, and a recently completed Engineering and Traffic Survey showed the 85th percentile speed to be 45 mph in the northbound direction, and 46 mph in the southbound direction, south of Shirleyjean Street.

Project Scope of Work

The project scope of work includes the following:

- Selective removal/reconstruction surface grinding of deteriorated pavement and placement of asphalt concrete pavement;
- Resurfacing of 1.6 centerline miles of street pavement;
- Selective removal, repair, and reconstruction of approximately 3,200 linear feet of damaged curbs and gutters, and 22,600 square feet of sidewalks, driveways, cross gutters, alley aprons, and bus pads;
- Construction and modification of 50 curb ramps to meet ADA guidelines;
- Modification of existing traffic signals at two intersections;
- Adjustment of existing manholes, utility valves, and water meters to finished grade;
- Installation of bicycle friendly surface grates at City owned catch basin openings;
- Upsize of approximately 3,000 linear feet of sanitary sewer main and 80 linear feet of sanitary sewer repairs;
- Planting of new trees;
- Installation of ten drywells;
- Installation of reflective pavement;
- Installation of creative crosswalks at two locations;
- Installation of fiber optic infrastructure; and
- Installation of new bicycle facilities.

Exhibit 1 shows the project location map.

ANALYSIS

Along with improving the La Crescenta Avenue corridor, additional project goals include incorporating active transportation improvements to achieve the following:

- Promote walking and bicycling through traffic calming;
- Improve access to transit;
- Encourage shared mobility; and
- Improve ADA access and safety at intersections and throughout the corridor.

To support the development of the goals of this project, as of July 1, 2020, California State law required all agencies to use the Vehicle Miles Traveled (VMT) method as a way of evaluating transportation impacts with metrics that support the reduction of greenhouse gas emissions and development of multimodal transportation networks.

VMT measures the total amount of driving attributed to a proposed project.

Furthermore, with this new law in place, transportation projects that promote travel by non-auto modes are no longer considered to result in an environmental impact, including those that repurpose portions of the roadway to enhance travel for bicyclists and pedestrians.

Therefore, during CIP planning and design, staff consulted various master plans, programs, state and local policies, and initiatives for recommendations and guidance, with two of the most active design guide plans being the following:

Citywide Pedestrian Plan

The project corridor is currently identified in the Citywide Pedestrian Plan as a Medium-Term Phase project, slated to take place in the next ten years, but some improvements have already been constructed, with others being constructed as part of this project, and the remaining to take place within the originally master planned schedule.

Constructed improvements include high visibility crosswalks at La Crescenta Avenue and Honolulu Avenue and Montrose Avenue, as part of a recently completed CIP project. As part of this project, pedestrian safety improvements at an uncontrolled pedestrian crossing at La Crescenta Avenue and Piedmont Avenue will be completed, including, but not limited to pedestrian activated signals, refuge islands, curb extensions, and high visibility crosswalks. Additionally, an existing northbound right-turn lane at La Crescenta Avenue and Honolulu Avenue may be eliminated pending additional study. Also, as part of this project, a crosswalk on the south leg of the intersection of La Crescenta Avenue and Roselawn Avenue that leads pedestrians to an inaccessible area will be removed, and creative crosswalks will be installed at La Crescenta Avenue and Shirleyjean Street and Roselawn Avenue. This project will also look into improving intersection safety for all modes of transportation by modifying/removing slip lanes and realigning the intersection for improved intersection visibility at multiple intersections.

Finally, curb extensions and turn-lane removals will be studied and designed as part of future planned CIP projects on Honolulu Avenue and Montrose Avenue as they intersect La Crescenta Avenue.

Bicycle Transportation Plan

The project corridor is also identified in the Bicycle Transportation Plan (BTP) as a priority area and study corridor for the installation of an improved bicycle facility. In April 2021, following the direction of the BTP, staff hired a professional engineering consultant, Kimley-Horn and Associates, Inc., to study the corridor for potential bicycle facility improvements given the current traffic conditions and roadway constraints. There were two alternatives considered, as described below.

Alternative 1: Bike Lanes

The study found that the installation of Class II bike lanes can be accommodated by repurposing the roadway for the entire 1.6-mile project length. Roadway repurposing would transform two travel-lanes in each direction on La Crescenta Avenue to one travel lane, create a two-way center running left-turn lane, and a dedicated bike lane in each direction for cyclists, while preserving existing on-street parking. Additionally, staff has found it feasible to provide protected bicycle lanes with either a buffered area in between the bicycle lane and travel lane, or the bicycle lane and parking lane, consisting of raised delineators and pavement striping.

As defined in the BTP, roadway repurposing is used to promote connectivity and enhance safety for bicycles or pedestrians, and/or may be used as a traffic calming measure to address speeding and aggressive driving. Additionally, roadway repurposing is planned to create space for bike lanes on multi-lane streets on which traffic volumes could be accommodated with fewer lanes.

The installation of Class II bicycle lanes would provide better connectivity and enhanced safety for cyclists. Furthermore, there are intermittent left-turn pockets only at intersections along La Crescenta Avenue that serve one direction of traffic, and the installation of a two-way left turn lane would provide a continuous lane that would allow drivers to pull out of the travel lane to initiate and end left-turns, potentially reducing multiple conflict points that exist without a two-way left turn lane, such as turning maneuvers, head-on collisions, and predominantly rear-end collisions. Finally, the installation of a Class II bicycle lane would decrease VMT by introducing new active transportation means and would also potentially decrease speeds along this corridor. However, the study found that the removal of travel lanes will result in a reduction of available vehicle capacity and potential cut-through traffic in the residential neighborhoods in the vicinity of La Crescenta Avenue throughout the project corridor.

Alternative 2: Bike Sharrows

The study also found that the current designation of a Class III bicycle route may also remain feasible and could be improved with the addition of new shared roadway pavement markings “sharrows” in the outer most travel lane in each direction, in

addition to improved signage. This type of bicycle facility would also preserve on-street parking, including the existing travel lanes in each direction.

Furthermore, although sharrows are allowed on roadways with speeds greater than 35 mph per state standards, they are placed in the right-hand vehicle travel lanes and may pose a challenge in allowing motor vehicles to safely pass bicyclists. Sharrows are also not a current accepted best bicycle infrastructure improvement practice. Additionally, the study found that the addition of sharrows will not result in a reduction of available vehicle capacity and/or VMT.

STAKEHOLDERS/OUTREACH

The multi-modal benefits to the community as a result of this project will include the following:

- More livable communities;
- Improved safety for all users;
- More walking and bicycling to improve public health;
- Increased transportation choices; and
- Reduced fuel consumption and vehicle emissions, including greenhouse gas reduction and improved air quality with the reduction of VMT.

The Public Works Department reached out to Los Angeles County Metropolitan Transportation Authority (Metro) to obtain Measure R funding to help fund portions of the project design and construction. Measure R is a half-cent sales tax for Los Angeles County that finances new transportation projects and programs. In November 2008, Measure R was approved by two-thirds majority, committing a projected \$40 billion to traffic relief and transportation upgrades throughout the County over its 30-year life span. The City's share of Measure R funds for Highway Operational Improvements is approximately \$98.5 million dollars.

The traffic signal modifications, signing/striping, bicycle facility, and street improvements in the vicinity of the signalized intersections at Shirleyjean Street and Roselawn Avenue as part of the La Crescenta Avenue Rehabilitation Project are included in Los Angeles County Metro Board's approved project list in the amount of \$1,650,000. Staff has executed a Funding Agreement (FA) with Metro for this project under FA Number 9200000000MR310.54.

The project scope also includes the removal of an obsolete crosswalk in the project area. In August of 2020, staff conducted a virtual public hearing regarding the removal of an existing crosswalk at the intersection of La Crescenta Avenue and Roselawn Avenue. The public hearing was broadcast on the City's YouTube channel. During the public hearing, the public was informed of the reasoning for the removal of the unused crosswalk, and was given the opportunity to ask questions and provide comments, and no objection was filed with the City for the removal of the crosswalk at the south leg of the intersection that leads to an in-accessible area alongside the Verdugo Wash.

Moreover, at approximately 60% project design completion, a virtual community presentation was conducted on February 17, 2022, and approximately 2,100 notifications were sent to property owners and occupants along the project limits notifying them of the meeting and encouraging their participation, which was broadcast as well on the City's YouTube channel. During the meeting, the public was informed of the project details, bicycle infrastructure alternatives, construction schedule, future City and contractor notifications, and the impacts of construction work in the neighborhood. After briefing the City Council on the project status and the community meetings, staff was asked to gain an even better perspective on community input for the critical facility alternative choices, therefore, staff conducted additional outreach to impacted residents, community groups, merchant and community associations, a neighboring town council, and chambers of commerce.

Feedback received throughout the process includes in-person comments, emails, and phone calls. Additionally, two social media outreach events took place by the Glendale Police Department and the Montrose Verdugo City Chamber of Commerce for various community stakeholders, including a postcard mailing highlighting the project, directing the community to the proper references for project information, providing contact information, and encouraging the community to provide feedback.

The following is a summary of all the community engagement efforts to date, including a summary of the support received for each alternative. It should be noted that different entities approached this issue differently. For example, the MSPA took a single position, as a body, with regards to the alternatives, while Oakmont Woods Community Association allowed participants to voice their support for the alternatives, individually:

EXHIBIT 2: LA CRESCENTA AVENUE REHABILITATION PROJECT
Feedback Summary of Project Outreach Efforts

Event No.	Outreach Event	Emails		Phone Calls		In-Person		Total	
		Alt 1: Bike Lanes	Alt 2: Bike Sharrows	Alt 1: Bike Lanes	Alt 2: Bike Sharrows	Alt 1: Bike Lanes	Alt 2: Bike Sharrows	Alt 1: Bike Lanes	Alt 2: Bike Sharrows
1	Miscellaneous Emails & Phone Calls	57	16	21	1			78	17
2	Virtual Project Community Meeting February 17, 2022	33	3	16	1			49	4
3	Virtual Meeting with Montrose Shopping Park Association March 18, 2022						5	0	5
4	Whiting Woods Property Owner's Association June 4, 2022	3	5		2	2	4	5	11
5	Virtual Meeting with the CV Chamber of Commerce June 9, 2022						6	0	6
6	Virtual Meeting with the CV Community Association June 23, 2022					5		5	0
7	Sycamore Woods Association June 25, 2022		11		4		29	0	44
8	Oakmont Country Club Board June 29, 2022					11		11	0
9	Oakmont Woods Association June 29, 2022	2					5	2	5
10	Crescenta Valley Town Council August 18, 2022					2	1	2	1
Total:								152	93

Transportation and Parking Commission (TPC)

On August 18, 2022, staff presented this project to the TPC. The project details were shared, including the bicycle facility alternatives, outreach efforts as of the TPC meeting date, and next steps. A total of 63 people voiced support for Alternative 1: Bike Lanes and a total of five people voice support for Alternative 2: Bike Sharrows. The commission then brought forward a motion to support Alternative 1: Bike Lanes, and the commissioners voted 3-1 in support of the motion, however, one of the commissioners voting in support of the motion asked for even more outreach to occur.

In summary and to date, the Public Works Department has conducted two general project overview meetings, an additional five in-person meetings, five virtual meetings, two email campaigns, and multiple social media informational updates. As a result of our efforts, we have reached out to multiple stakeholders for this project through a concerted effort and presented to any group or organization from the community who accepted our invitation to speak to them and their membership to publicize the project details to as many impacted stakeholders as possible. Therefore, our recommendation is to move forward with Alternative 1: Bike Lanes. This alternative will further improve safety and active transportation for various modes of travel throughout the corridor and serve the project goals.

It should be noted that the tabulation of the public outreach results is to show the extent of the work that staff did to construct as diverse as possible a window onto the community's thoughts on this very important project. Staff's recommendation, however, is based on evaluating all the different elements of this project, including the traffic flow and safety considerations.

Be that as it may and considering the impact that this project will have on the community, staff also considered a third alternative. The third alternative would consist of a pilot program of implementing Alternative 1 as a quick-build demonstration project and is designed to be implemented before any street rehabilitation work is completed. Quick-build street design projects are an ideal approach to deliver active transportation improvements fast and affordably. Quick-build projects implement active transportation improvements using low-cost materials, such as traffic marking paint, flexible delineators, and signage, on a compressed timeline. On La Crescenta Avenue, this alternative will temporarily remove the existing striping and repaint the roadway to incorporate the installation of a Class II bicycle lane within a realigned roadway of one lane of travel in each direction and a center-running turn lane. This alternative can be modified in response to on-the-ground feedback. That feedback to the actual temporary design becomes the final public input process for the eventual project if the public supports making it permanent.

Lastly, outreach on this project will continue to occur through a dedicated website for the project that is hosted through the City of Glendale domain. The website page introduces the public to the project and to the project team, explains the scope of work

and project locations, and provides the public with staff contact information for questions, discussion, and/or input.

If Council decides to move forward with staff's recommended bicycle facility alternative, Public Works Department will host another in-person outreach event at 90% design plan and present actual plans and details to inform the public of the proposed corridor improvements once more, before construction begins.

FISCAL IMPACT

The engineer's estimate for each alternative is as follows:

- Alternative 1 is \$8,000,000
- Alternative 2 is \$7,435,000
- Alternative 3 is \$750,000

The first two alternatives include funding from the State Gas Tax, Measure R Regional Return, Measure S CIP Fund, Measure W Fund, Sewer Fund, and Glendale Water and Power. The third alternative can be funded by either the Measure S CIP Fund, State Gas Tax Fund, or a combination of both.

ENVIRONMENTAL REVIEW

The Project is categorically exempt from environmental review because of CEQA Guidelines §§ 15301.

ALTERNATIVES

Alternative 1: Removal of one travel lane in each direction, installation of a center turn lane, and installation of dedicated bicycle lanes, as part of all other previously identified La Crescenta Avenue Rehabilitation Project elements.

Alternative 2: Keep the current designation of a Class III bicycle route with the addition of new B-Type green shared roadway pavement markings "sharrows" in the outer most travel lane in each direction, as part of all other previously identified La Crescenta Avenue Rehabilitation Project elements.

Alternative 3: Recommend a quick-build alternative consisting of restriping the roadway to accommodate a class II bike lane, one travel lane in each direction, and a center running turn lane.

Alternative 4: Consider any other alternative not proposed by staff.

ADMINISTRATIVE ACTION

Prepared by:

Sarkis Oganessian, P.E., Deputy Director of Public Works/City Engineer
Pastor Casanova, T.E., Principal Traffic Engineer
Armen Avazian, P.E., Senior Civil Engineer
Rustom Tavitian, P.E., Civil Engineer I

Reviewed by:

Yazdan T. Emrani, P.E., Director of Public Works

Approved by:

Roubik R. Golanian, P.E., City Manager

EXHIBITS

Exhibit 1: Project Location Map

Exhibit 2: Feedback Summary of Project Outreach Efforts